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OTORITAS

VOL. XIII

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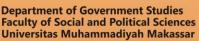
PP. 01-181

APRIL 2023

P-ISSN 2088-3706

E-ISSN 2502-9320

















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Volume 13 • Number 1 • 2023

OTORITAS: Jurnal Ilmu Pemerintahan

Published by the Department of Government Studies, Faculty of Social and Political Sciences, Muhammadiyah University of Makassar

For further information, please visit: https://journal.unismuh.ac.id/otoritas

ISSN: 2088-3706 (Print) | 2502-9320 (Online) | DOI: 10.26618

First published in April 2011

Please send all articles, essays, reviews, and documents to:

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OTORITAS: Jurnal Ilmu Pemerintahan, with registered number ISSN 2088-3706 (Print), ISSN 2502-9320 (Online), is an internationally peer-reviewed open access journal published triannual in April, August and December by Department of Government Studies, Faculty of Social and Political Sciences, Universitas Muhammadiyah Makassar in collaboration with Muhammadiyah's College Association of Government Studies (AIPPTM) and Asia Pacific Society for Public Affairs (APSPA).

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The implementation of *Sewakadharma* work culture to improve public service quality in Denpasar City, Indonesia

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Abstract

Public service is defined as an activity that serves the necessity of an individual, people, or organization group that has an interest in the organization based on the main requirements and procedures which are determined and intended to fulfill the satisfaction of service recipients. Employee performance management (PM) is frequently marketed as an innovation to improve public sector performance, but it is internationally challenging to execute. The success of service provider organisations (providers) is strongly dependent on the pleasure of the people who receive these services. The Denpasar City government endeavoured to address this issue by introducing the sewakadarma work ethos in the execution of public services. The Sewaka Dharma is a Hindu ideology that prioritises the alignment of one's thoughts, speech, and actions towards the service of promoting harmony among human, natural, and divine values. The objective of this research is to investigate the impact of the sewakadarma work culture on enhancing the standard of public services in Denpasar City. The present study employs descriptive qualitative research methodologies. The results showed that the sewakadarma work culture has been implemented well through the formation of the sewakadarma cadre, the success of the sewakadarma work culture is evidenced by the awards obtained by the Denpasar city government in providing public services.

Keywords: work culture, Sewakadharma, public service

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Introduction

The term "public service" refers to an undertaking that caters to the needs of an individual, a group of people, or an organisation with a vested interest in the said entity. This activity is guided by established protocols and procedures that aim to meet the expectations and contentment of the recipients of the service. Public-sector entities exhibit fundamental distinctions from their private-sector equivalents. They constitute significant political actors within the political organisations of the society. Multifunctionality, adherence to political leadership, and limited engagement in external markets are characteristic features of this group. There are three main elements in public services, namely the provider organization (organizer), the service recipient (subscription) refers to the people or organization that requires the service, and the satisfaction of the service recipient (client) (Christensen, Lægreid, & Røvik, 2020).

The satisfaction of service recipients is a critical factor in determining the success of a provider organisation. Dunggio (2020), said that The performance of employees has a significant impact on the success of an organisation. The

implementation of employee performance management (PM) is frequently advocated as a novel approach to enhance public sector performance. However, its global implementation has proven to be challenging (Nantra, Avalokitesvari, & Astraningsih, 2020; Savira & Tasrin, 2018; A. S. Wijaya, 2018). Public service has a principle of always improving the quality of the service based on the demand of the people or service users. The government as the organizer is expected to implement the equity principle which means the public service should not be discriminatory, and equal for all without considering status, rank, or people's group, and all people deserve to have equal service based on the regulation (Anh Vu, Plimmer, Berman, & Ha, 2022).

The governmental service must be oriented to the public interest. To improve public service quality based on excellent service, the implementation of work culture is required because the success of public service is highly affected by organizational culture. A strong culture can make organizations, especially government organizations, more confident (Merta et al., 2022; K. A. S. Wijaya, Suarka, Putra, & Eddy, 2022). This is because the existence of cultural elements in government will have a very significant influence on the attitudes and behavior of members of the organization itself (Aldama & Frinaldi, 2022).

The performance of an organization's employees has a significant impact on its success. The implementation of employee performance management (PM) is frequently advocated as a novel approach to enhance public sector performance. However, its global implementation has proven to be challenging (Ndraha, 2005). The change of organizational culture within the government may improve performance, but it is also failed without proper and well-prepared management. The correlation between the degree of organisational culture and the employees' drive to enhance client service is evident. Organisational culture serves as a cohesive force that unites members of an organisation based on shared values. The manifestation of organisational culture is evident in the routine conduct of its constituents, specifically the customary operational procedures within the work environment (Saskita, 2019).

The guidelines for the development of work culture in Indonesia have been established by the Regulation of the State Minister for Administrative Reform and Bureaucratic Reform Number 39 of 2012. The Indonesian government has endeavoured to disseminate information to diverse entities, both at the national and local levels. Bali Province, which is still famous for its strong culture and customs, tries to implement a work culture in its government both in the Provincial and Regency/City areas as a support for the work culture development policy (Arifani, Anita, Fauziyah, & Gunawan, 2022).

A study pertaining to a comparable subject matter was carried out by Budi Setiawati, titled "The Role of Bureaucratic Organisational Culture in Enhancing Public Service Performance". The findings of this research suggest that governmental bureaucratic entities that possess a distinct organisational culture exhibit superior levels of performance. the culture of innovation in the organization largely determines the success and success of an accountable and efficient government (Septiyansa, Widodo, & Indartuti, 2022).

The following study, entitled "Role of Organisational Culture in Improving Public Service," was carried out by Annisa et. all. The findings of this research suggest that the enhancement of public service quality can be attributed to the significant impact of

organisational culture. This is due to the ability to regulate the performance of the apparatus, which subsequently affects the provision of services to the community. Consistent with this notion, enhancing the calibre of public services via organisational culture is a crucial measure that ought to be instituted within governmental entities (Setiawati, 2016).

Then next is research conducted by Haira Zulfia, et.al with the title The Urgency of Implementing an Innovation Culture for civil servant in Improving Public Organization Performance in Realizing Bureaucratic Reform. The results of this study indicate that the government's awareness and commitment, in this case civil servant and public organizations, in innovating will further strengthen the bureaucratic system so that organizational strength in improving organizational and organizational performance is able to internalize a culture of innovation so as to form true agents of innovation who are always making changes during the day.

The Denpasar city government is an agency that has begun to implement a work culture within its government environment, namely the Sewakadharma Work Culture which is regulated in Denpasar Mayor Regulation No. 38 of 2018 Concerning Sewakadarma Work Culture (Zulfia & Frinaldi, 2022). According to Eddy Mulya (2019) The implementation of Sewakadarma's work culture is based on the values and practises adopted by employees to realise the organization's vision and mission. This work culture is also established to promote effective governance. However, despite these efforts, certain shortcomings still exist in public services. According to Mohammad (2003) there are several weaknesses in providing public services, namely: 1) less responsive, 2) less informative, 3) less accessible, 4) less coordination, 5) bureaucratic.

Based on this description, the author will conduct research on How the Implementation of the *Sewakadarma* Work Culture in Improving the Quality of Public Services in the City of Denpasar. Putu Ananda Sanjiwani Saskita's previous research on the application of the sewakadarma work culture with the title Denpasar City Bureaucratic Culture Dressed in Sewakadarma Culture (Study of the Application of Sewakadarma Culture in the North Denpasar District Office, Bali). The research was conducted at the North Denpasar District Office using qualitative research methods with an ethnographic approach. While the research that the author did took the focus on the Denpasar city government. The objective of this investigation is to examine the impact of self-employment work culture on enhancing the calibre of public services within the urban area of Denpasar.

Research Methods

The method used in this research is descriptive with a qualitative approach. Creswell (2015) explains that the qualitative method is a technique used to analyze and understand in more detail the meaning of several individuals and groups which are considered as group problems. The method used in collecting data is the method of observation and online search. according to Riduwan (2004) observation is a technique in collecting data that is carried out by direct observation of the object of research to find out more about these activities. While online searches according to Burhan (2005) explain, the utilisation of online data search methods involves a systematic approach to conducting data searches via online media, such as the internet or other network media that offer online facilities. This approach facilitates the acquisition of information data

and theoretical data, thereby enhancing the efficiency of researchers in obtaining relevant information.

Results and Discussion

Implementation of Sewakadharma values

The act of carrying out a plan or policy can be associated with a regulatory framework or set of guidelines that is focused on serving the needs and preferences of a broad range of individuals. The efficacy of a policy can only be observed once it has been put into effect or executed. Simply put, implementation is the most important series of activities in the entire planning process of the policy itself. According to Jones' theory in Mulyadi (2016) states that These activities are aimed at implementing a programme. This refers to the process of implementing the programme in order to display the outcomes. Meanwhile, according to Van Horn and Van Meter states the aforementioned actions carried out by public and private entities, or collectives thereof, are those that align with the accomplishments or goals established in pre-existing policies. That is, an action that is done is an order. So implementation is an action taken after the policy is officially established,

Another opinion was conveyed by Grindle in Mulyadi (2016) stating that The process of implementation refers to the administrative actions undertaken at a specific programme level, which can be subject to examination. Furthermore, according to Mulyadi (2016) explains the meaning of implementation is a step to achieve the goals set in a decision. This step aims to translate these decisions into practical procedures and aims to accomplish predetermined modifications, regardless of their magnitude. Fundamentally, implementation refers to the endeavour of comprehending the expected outcomes subsequent to the execution of an undertaking or a scheme.

Asfiyah (2012) said the success of a policy implementation is influenced by many indicators, for example, indicators of the use of budget or finance, indicators of administration or governance, indicators of legal compliance and Standard Operating Procedures, indicators of institutional and organizational structure, and of course indicators of the results and benefits of the policy. Ideally, all indicators are summarized into one and then used proportionally in assessing the success of policy implementation.

Organizational Culture

Organizational culture is a working concept that serves as a guide for daily behavior in making a decision and directing the employees' actions to achieve the goal of the organization (Rivai & Mulyadi, 2012). Organisational culture refers to a set of shared beliefs and values that are internalised and put into practise by an organisation. This pattern of beliefs and values creates specific meanings and serves as a foundation for regulating actions within the organisation. Thus, organisational culture is instituted as a means of regulating and guiding the mindset and conduct of individuals within the organisation. The incorporation of organisational culture is anticipated to yield favourable outcomes for either the members of the organisation or the organisation as a whole in the pursuit of its objectives, vision, and mission.

The organizational culture functions as a clear-cut distinction between an organization and others. It also creates a distinctive identity for an organization. It could raise the commitment of an individual to the organization's interest. It functions to unite an organization by forming the attitude and behavior of the employees, and

the organizational culture functions as a mechanism to form the attitude and behavior of the employee to be more meaningful and controlled (Robbins & Timothy, 2011).

According to Robbins in Sudarmanto (2014), there are some indicators of organizational culture. First, the innovation and courage to take risks, how far the employees are encouraged to be innovative and brave enough to take risks. Second, attention to crucial issues and detail, the employees are demanded to be detailed and analytical to a detail thing. Third, result oriented, how far the management more focuses on the result than the technique or process being used to achieve the result. Fourth, people-oriented, how far the management decision to consider the effect of employee result in the organization. Fifth, team-oriented, is how far the employees' activities within the organization affect the team compared to the individual. Sixth, aggressivity, how far the people are innovative, aggressive, and competitive compared to relaxing behavior. Seventh, stability, how far the organizational activities emphasize the company growth.

Public Service

In the realm of local government, which has the duty and obligation to provide services to the public, it is only natural that the issue of service quality is the main indicator in assessing the success of policy implementation. Quality public services are an indicator of successful policy implementation. Viewed from the point of view of the service recipient, what is called quality is a service that can provide great results and benefits for the recipient of the service itself.

David & Ted (1992) explains that the quality of public services is largely determined by the ability of elements of the state apparatus to accommodate the increasingly complex demands of society. In simple terms, seriousness from officials is needed in meeting the needs of customers, including the complaints they experience. If what customers need is fast service, the apparatus must make it happen, and if there are complaints from customers, the apparatus must also be fast in providing follow-up on these complaints. Badjuri & Yuwono (2002) mentions several basic principles that need to be considered in implementing a new paradigm of government management. The first is customer oriented where in the process of public management it is a must condition. The second is public orientation. where services must be arranged professionally with a public consultation model. Third, the public service paradigm has shifted from a slow and convoluted bureaucratic view to a fast and friendly public service.

Barata (2003) explained there are some definitions of excellent service revealed by businesspersons, namely 1) excellent service is making the customer feel important, 2) excellent service is serving the customer friendly, courteous, and quick, 3) excellent service is a service emphasizing on customer satisfaction, 4) excellent service is positioning the customer as a partner, 5) excellent service is optimal service that results in customer satisfaction, 6) excellent service is a care for the customer to provide satisfaction, 7) excellent service is an integrated service for customer satisfaction.

According to Kasmir (2005) the ten foundations of service that must be considered to make the service recipient feel secure, comfortable, and joyful are 1) dressing and grooming neatly and cleanly; 2) being confident, friendly, and full of a smile; 3) addressing gently and mentioning the name when knowing each other; 4) be calm, polite, respectful and listen enthusiastically to the conversation; 5) speak with fine and proper language; 6) being an enthusiast in serving the client and showing the competence; 7) do not interrupt the conversation; 8) capable of convincing and

satisfying the client; 9) asking for help when the problem cannot be handled; 10) if the service is unavailable, tell the service will be available.

The public service must fulfill the requirements of service principles that satisfy the service user, and service delivery. According to Sinambela (2010), the principles of public service are 1) transparency, open, easy and accessible for all parties in need, and properly available and understandable, 2) accountability, which can be accounted for based on the existing regulations, 3) conditional, it is based on the conditions and capability of the provider and recipient of the service based on the principle of efficiency and effectivity, 4) participative, it encourages people's participation in the implementation of public services by considering the aspirations, necessity, and expectations of the people, 5) equality of the rights, it means not discriminatory based on the ethnicity, religion, race, group, gender, and economic status.

Sewakadharma Work Culture

The Sewakadharma is a Hindu ideology that places emphasis on the congruity of one's thoughts, speech, and actions in the pursuit of promoting harmony among human, natural, and divine values. Dharma is karma which in everyday life is understood to be a duty. This obligation is bhakti, namely service to others, nature, and God. In principle, this offer is in line with the government's essential function, namely service to produce justice, empowerment to encourage independence, and development to create prosperity. In this case, Sewakadharma is a typical Hinduism wisdom that is appreciated by the Denpasar City Government as an ideal of service. This is in line with Ishomuddin (2002), that in modern times religion is expected to play a bigger role in development,

Based on the Denpasar Major Regulation No. 38 of 2018 concerning Sewakadharma Work Culture, *sewakadharma* is defined as work culture in the Denpasar City Government office which means service and dedication are a duty. Sang Sewakadharma is defined as the change agent of bureaucracy reformation who implements the values mentioned in the work culture. The background of sewakadharma work culture implementation is to be the guidance of implementing bureaucracy reformation management which is done systematically through the implementation of sewakadharma work culture.

The objective is to enhance the employees' adherence to local cultural values in the execution of their job duties and responsibilities, thereby promoting integrity, dedication, loyalty, efficiency, effectiveness, transparency, professionalism, and accountability.

The practice of *Sewakadharma* as the ideal foundation for public service begins with an awareness of the government's obligations. The main objective of the government system, among others, is to create prosperity. In relation to this objective, *Arthasatra* offers several principles for government administrators, including (1) legal order and administrative performance; (2) there is a principle of saving state finances; (3) the budget for public spending, for example, building infrastructure must be larger than other budgets; and (4) a tiered revenue sharing system for state apparatus. However, the principle of people's welfare is the most important according to *Arthasastra*.

Sewakadharma which is used as the motto of work culture in Denpasar City Government has a philosophical and sociological foundation. The indicators used to assess the work culture are as follows:

- a. *Sudharma*, the employees have faith in God, morals, realize the essence of work is a duty, and consider the work as an offering to God and all creatures;
- b. *Sudira*, the employees have integrity, dedication, loyalty, consistency, enthusiasm and proper work;
- c. Susatya, the employees are obedient to the principles and laws, disciplined, trusted, loyal to their friends, cooperative, and responsible for the jobs based on the established regulations and standards;
- d. *Subrata*, the employees are capable of self-control and behave to plan, organize, implement, supervise and assess the job; and
- e. *Susila,* the employees are active, creative and innovative to fulfill the jobs and functions of the government including regulation, development, empowerment and service to the people.

In an effort to maximize the sewakadharma work culture, the government conducts Technical Guidance on Protocol to further emphasize the sewakadarma work culture. In the technical guidance, it was explained that work culture is important because it is a collective agreement to become behavior and work habits in the organization in accordance with the vision and mission of the organization. To realize the success of the *sewakadharma* work culture, the Denpasar city government has formed *Sang Sewakadharma* cadres. *Sang Sewakadharma* is tasked with being the ambassador of Denpasar city in socializing the programs of all regional apparatus on the example of *Sewakadharma*'s behavior and work ethic.



Figure 1. technical guidance for protocol of Denpasar city government Source: https://www.denpasarkota.go.id/berita/bimtek-keprotokolan-pemkot-denpasartekankan-budaya-kerja-sewakadarma

In connection with *Sewakadharma* as the ideal foundation for public services in the city of Denpasar, the characteristics of *Asta Brata* services are offered. Remembering *Asta Brata* as a Hindu ideal service model includes aspects, including goals, objectives, attitudes, and service behavior. The characteristics of *Asta Brata* services can be explained in detail as follows:

- a) *Indra Brata*, taught that servants should be like Hyang Indra, namely the god who sends down rain to the earth for human welfare. In this context, the purpose of service is to realize the welfare of society.
- b) Surya Brata, teaches that servants should be like Hyang Surya who gives light and life to the universe and everything in it. In this context, services must be educational, enlightening, and ultimately able to empower the community.
- c) *Bayu Brata*, teaches that servants should be like Hyang Bayu. He gives life in the form of breath, fills space and leaves no space untouched by him. This emphasizes that services must be close, cheap, fast and accurate, and directly touch the needs of the community.
- d) Yama Brata, teaches that servants should be like Hyang Yama, namely gods who uphold justice on earth. In this context, services must be carried out in a fair and equitable manner, and do not discriminate against any group.
- e) Baruna (Waruna) Brata, taught that servants should be like Hyang Baruna, namely the ruler of the oceans as well as the destroyer of human dirt. In this context, servants must have broad knowledge or insight like the ocean so they are able to solve problems in society. This can be realized if the service is supported by a credible, capable and competent structure, culture and apparatus.
- f) Chandra Brata, taught that servants should be like Hyang Candra, namely the cool and pleasant qualities of the moon. In this context, service must be done with a smile, be friendly, and comfortable.
- g) Agni Brata, explained that servants should imitate the nature of Hyang Agni who is always burning and burning. The nature of the fire that burns is interpreted as a power to eradicate all crimes that can undermine the authority of the state. Therefore, good service must be carried out with enthusiasm and be able to eliminate all the problems faced by society.
- h) *Perthiwi or Kuwera Brata*, teaches that servants should be like Hyang Perthiwi or Kuwera, namely gods who bestow wealth and prosperity to humans, as well as symbols of wealth itself. In this context, public servants must always appear elegant and dignified.

The success of the implementation of the *sewakadharma* work culture is also evidenced by the achievements obtained by the Denpasar city government, namely in 2022 obtaining the Best Public Service Compliance Value Award from the Ombudsman, where the Denpasar city government provides the best service to the community. Then in June received the Best 5 PSCM Management and Change Category from The Ministry of State Apparatus Empowerment and Bureaucratic Reform, namely Denpasar city government was awarded the Best 5 PSCM management and change category in monitoring and evaluation of public service complaint management (PSCM). And in December received the *Praja Anindita Mahottama* award from the Bali Provincial Information Commission, namely Denpasar City won the highest award at the Bali Province level for the government with the most informative public services in 2022.

Implementation of Organizational Culture in Improving the Quality of Public Services

As a culture-based city, the city of Denpasar, with its cultural innovations with religious cores, is a spirit of creativity, both in creating, preserving and perfecting the value system in maintaining order and order and social balance. Culture-based public

services can maintain a balance of regulatory power, empowerment capabilities, service capabilities and development development.

The concept of *Sewakadharma* holds significant importance in achieving a robust, ethical, and legitimate governance system, which is a prerequisite for the state's effective discharge of its duties. This administration possesses the capability to effectively execute its primary duties and responsibilities, which include the regulation and provision of services. The responsibilities and operations of the service exhibit a greater emphasis on prioritising the welfare of the general public, facilitating public affairs, expediting the processing time for public affairs, and ensuring public satisfaction. The regulation task places greater emphasis on the authority vested in specific bureaucratic roles. According to prevailing thought, a government is deemed effective and prosperous when it has the capacity to safeguard, enable, and enhance the well-being of its populace.

The Sang Sewakadharma is characterised by a display of both maturity and service-oriented conduct. The present instance pertains to the five fundamental principles of Hindu ethics, which are commonly referred to as the five pillars of Hindu humanity. These principles are dharma, satya, ahimsa, prema, and santih. The concept of *Dharma* serves as the fundamental principle for human action, wherein individuals strive to fulfil their respective duties and responsibilities to the best of their abilities (karma), while remaining detached from the outcomes of their actions (akarma). The conduct of satya, which involves exhibiting honesty and loyalty in fulfilling one's duties and responsibilities, was derived from the principles of dharma. Satya-based behaviour refers to service behaviour that is reliable, straightforward, free of scepticism towards the customer, and adheres to established service protocols. The Sewakadharma is expected to exhibit empathetic conduct (prema) that refrains from causing physical or emotional harm to others (ahimsa). The notion of providing exceptional service is frequently referred to as "serving with heart." The concept of Santih behaviour entails that the service process should facilitate the creation of a peaceful environment for both the service provider and the customers. It is imperative for Sang Sewakadharma to comprehend the fundamental principles of ameliorative communication, civility, and cordiality. The internalisation of these five pillars is crucial in establishing a foundation for exemplary service behaviour.

In carrying out a work culture of self-awareness, self-control is also needed. Self-control is a fundamental component of Sewakadharma, encompassing two distinct dimensions: self-control within the bureaucratic realm and self-control in the context of service. The exercise of self-control within the bureaucracy is aimed at achieving the objective of establishing a robust governmental framework. The concept of obligation entails a moral consciousness that necessitates the exercise of self-restraint. The concept of free will and individual freedom is deemed crucial for every human being. However, it is imperative to regulate this freedom to prevent any adverse effects on the organisational structure. Such regulation contradicts the principles of swadharma. As per the Hindu perspective, the placement of individuals within their societal structure is determined by the system of colour checks and board chess. Every colour is associated with certain duties (swadharma) that are considered as righteous conduct (dharma) and must be adhered to. If dharma is believed to be the basis of all human efforts to achieve their life goals, then self-control in the form of submission to moral rules and obligations should also be implemented because it will bring liberation. Meanwhile, self-control in public service is carried out by internalizing values Hindu ethics, such as Tri Kaya Parisudha; Chess Paramita; Panca Yama and Nyama Brata. Tri Kaya Parisudha

prioritizes controlling thoughts (manas), words (wak), and actions (kaya) in the context of service. then self-control in the form of submission to moral rules and obligations must also be implemented because it will bring liberation. Meanwhile, the practise of self-control within the realm of public service is achieved through the internalisation of Hindu ethical principles, including but not limited to *Tri Kaya Parisudha*, *Chess Paramita*, *Panca Yama*, *and Nyama Brata*. The concept of *Tri Kaya Parisudha* places emphasis on the regulation of one's thoughts (manas), speech (wak), and physical conduct (kaya) within the framework of service. then self-control in the form of submission to moral rules and obligations must also be implemented because it will bring liberation. Meanwhile, self-control in public service is carried out by internalizing Hindu ethical values, such as *Tri Kaya Parisudha*; *Chess Paramita*; *Panca Yama and Nyama Brata*. *Tri Kaya Parisudha* prioritizes controlling thoughts (manas), words (wak), and actions (kaya) in the context of service.

Sewakadharma work culture has been well implemented in Denpasar City, the socialization carried out and the formation of the Sewakadharma are efforts made by the government to achieve success from the work culture. In addition, the achievements obtained by the Denpasar City government are proof that all components in the regional apparatus organization, especially in providing services, make the Sewakadharma work culture a benchmark.

In the implementation, *sang sewakadharma* will be rewarded if capable of implementing *sewakadharma* work culture as mentioned in Article 6 paragraph 2 of Denpasar Major Regulation No. 38 of 2018. To improve the motivation of the *sewakadharma* the reward can be in the form of *sang sewakadharma* badge based on the categorization, work facility, national comparative study, study license, career recommendation, or other proper rewards, in which, if necessary, the funding is legal and accountable.

Conclusion

The implementation of a work culture is pivotal to the success of an organization, especially in public service. The people in this era of information demand quick, effective, and efficient services. Therefore, the implementation of public service is expected to be an excellent service. To realize this, the government is expected to change as one of the responsibilities to the people. The Government of Denpasar City to improve the public service quality is committed to providing excellent service to the people by implementing the sewakadharma work culture.

From this discussion, it can be concluded that the application of the *Sewakadharma* work culture has been implemented well because work culture is very important for public services. From this discussion, it can be concluded that the application of the *Sewakadharma* work culture has been implemented well because work culture is very important for public services. and in the future it must be maintained in order to provide examples for other regions. Good public service will result in public satisfaction, which can be achieved by good cooperation between the government and its employees. A good public service will result in public satisfaction that can be achieved through good cooperation between the government and its employees. The government as the regulator and the institution along with the employees who implement the regulation must be firm on the principle and public service declaration, work hard as well as always be responsible. Moreover, the employees must be responsive, competent, empathetic, communicative, and responsible. The interest of the service recipient must be the first thing.

Acknowledgement

Thank you to the Denpasar City Government for being a source of information for this research.

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